

Message Text

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FOLLOWING REPEAT BANGKOK 4774 ACTION SECSTATE INFO TAIPAI
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QUOTE

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E.O. 11652: N/A
SUBJ: NARCOTICS: HIGHLAND DEVELOPMENT PROGRAM PROPOSAL

SUMMARY: FOR DEVELOPMENT-ORIENTED ASPECTS MISSION ANTI-
NARCOTICS PROGRAM, SEVEN PROJECTS TOTALING \$2 MILLION
ARE SET FORTH FOR WASHINGTON APPROVAL OF OUR COMMENCING
NEGOTIATIONS WITH RTG WORKING GROUP MARCH 27

1. ILLICIT TRAFFICKING OF OPIUM AND ITS DERIVATIVES IS A
GREAT CONCERN OF RTG AND USG. PART OF THE TRAFFIC ORIGINATES
IN THE HIGHLANDS OF NORTH THAILAND FROM HILLTRIBE PRODUCTION
OF OPIUM POPPY. OPIUM PRODUCTION IS HIGHLY PROFITABLE
AND FORMS A BASIC PART OF CULTURAL AND SOCIAL LIFE IN THE
HIGHLANDS. REDUCTION IN OPIUM PRODUCTION BY ENFORCE-
MENT ALONE IS NOT POSSIBLE GIVEN SENSITIVITY OF THE AREA.
MISSION STRONGLY BELIEVES A SOCIO-ECONOMIC ENVIRONMENT MUST BE
CREATED BEFORE ENFORCEMENT AGAINST OPIUM PRODUCTION CAN WORK.

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THROUGH THE EFFORTS OF THE UNFDAC PROJECT, USDA, DEPARTMENT OF
PUBLIC WELFARE, AND OTHER RTG AGENCIES, EXCELLENT WORK IS
ALREADY UNDERWAY TO CREATE THIS SOCIO-ECONOMIC ENVIRONMENT.
THE MISSION HIGHLAND DEVELOPMENT PROGRAM PROPOSAL WILL COMPLEMENT AND

BUILD ON THESE EFFORTS.

2. THE GOAL OF THE MISSION NARCOTICS FUNDED PROGRAM IS TO REDUCE POPPY CULTIVATION AND ILLEGAL OPIUM TRAFFICKING IN NORTH THAILAND. THE PURPOSE OF THE HIGHLAND DEVELOPMENT PROGRAM, IN CONTRIBUTING TOWARD ACHIEVEMENT IN THIS GOAL, IS DEVELOPMENT ACTIVITIES THAT WILL RAISE THE LEVEL OF INCOME AND WELFARE OF THAI HILLTRIBES, REDUCING OR ELIMINATING THEIR DEPENDENCE ON ILLEGAL PRODUCTION OF OPIUM AND, THUS, MAKE IT FEASIBLE TO EFFECTIVELY ENFORCE RESTRICTUIONS ON POPPY CULTIVATION. THE CONTENT OF THE PROGRAM REFLECTS THE FACT (A) THAT WE ARE IN EFFECT SEEKING TO CHANGE A DEEPLY-ROOTED WAY OF LIFE AND AN ENTRENCHED PROFITABLE SYSTEM; AND (B) THAT THEREFORE THE ONLY PRACTICAL APPROACH WITH ANY HOPE OF SUCCESS IS A FUNDAMENTAL ONE ENCOMPASSING THE ENTIRE ECONOMY OF THE OPIUM REGION. IT IS AXIOMATIC THAT THERE ARE NO SHORT-CUTS IN THIS KIND OF ENDEAVOUR. THIS PROGRAM DOES ATTEMPT TO DO ALL THAT CAN BE DONE TO SPEED PROGRESS IN THE SHORTER RUN - AND WE ARE CONSIDERING THIS FURTHER TO SEE IF ADDITIONAL SHORT-TERM ACTIONS ARE POSSIBLE- WHILE U SURING THAT THE BASIC AND LONGER-TERM PROBLEMS ARE DEALT WITH. THE MISSION HAS DESIGNED A PROGRAM WITH SEVEN INTERRELATED PROJECTS THAT WILL ACHIEVE THIS PURPOSE. THESE PROJECTS HAVE BEEN DISCUSSED WITH THE THAIS IN GENERAL TERMS ONLY. REQUIREMENTS FOR BOTH USG AND RTG INPUTS MUST BE NEGOTIATED AFTER APPROVAL PROJECTS BY AID/W.

3. SHORT EXPLANATION OF EACH PROJECT FOLLOWS:

A. HIGHLAND BASIC DATA PROJECT

DEVELOPMENT OF HIGHLANDS MUST PROCEED ON THE BASIS OF A SYSTEMATIC ASSESSMENT OF DEVELOPMENT PROBLEMS AND IDENTIFICATION OF SPECIFIC PROJECTS WHICH WILL LEAD TO THE ACHIEVEMENT OF VIABLE HIGHLAND AGRICULTURE. AGRICULTURAL PATTERNS OF THE FUTURE CAN ONLY BE ASSESSED IN CONTEXT OF THE TOTAL DEVELOPMENT OF THE NORTHERN REGION AND THE INTERUCTION ON HIGHLAND AREAS WITH LOWLAND AREAS. THE RTG HAS SPONSORED A VARIETY OF PROGRAMS IN THE HIGHLANDS WHOSE LIMITED OFFICIAL USE
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PURPOSE IS TO IDENTIFY VIABLE CHANNELS TO DEVELOPMENT. THIS WORK SUFFERS FROM LACK OF SUFFICIENT COMPREHENSIVE DATA ON THE OVERALL ECONOMIC SITUATION TO SUPPORT APPROPRIATE ANALYSES. WITH THE INCREASING FLOW OF DEVELOPMENT RESOURCES INTO THIS AREA, IT HAS BECOME EVEN MORE IMPORTANT THAT A COMPREHENSIVE VIEW OF DEVELOPMENT PROBLEMS BE TAKEN. IN ORDER TO ARRIVE AT A SATISFACTORY ANALYSIS OF CONDITIONS AND DEVELOPMENT POTENTIAL OF THE HIGHLANDS, IT IS NECESSARY TO COLLECT COMPREHENSIVE DATA ON POPULATION, LAND USE, TRANSPORTATION NETWORK AND MANY OTHER FACTORS. THE HIGHLANDS BASIC DATA PROJECT AIMS AT ACQUISITION OF THIS INFORMATION THROUGH AERIAL PHOTOGRAPHY, ITS INTERPRETATION, AND IDENTIFICATION

OF SPECIFIC DEVELOPMENTAL ACTIVITIES.

B. MARKET ANALYSIS AND DEVELOPMENT PROJECT

WE PROPOSE TO FUND MARKET ANALYSIS NEEDED TO DETERMINE DEMAND PARAMETERS OF REAL AND POSSIBLE CROPS AND OTHER ENTERPRISES IN THE NORTHERN HIGHLANDS, INCLUDING ENTERPRISES RANKED AS TO POTENTIAL RETURN TO PRODUCER. IN ADDITION, EXAMINATION WILL BE MADE OF THE ENTIRE MARKET MECHANISM OF THE NORTH AND RELATED OUTLETS AND RECOMMENDATIONS REGARDING IMPROVEMENTS NEEDED.

TO INTRODUCE SUCCESSFULLY, NEW ENTERPRISES MAY REQUIRE MARKETING SUPPORT OPERATIONS, I.E., FUNDS TO PROVIDE SUPPLIER AND PRODUCER CREDIT, GUARANTEE PURCHASES OF RISKY CROPS, TO TRANSPORT GOODS, AND OTHER ONE-TIME COSTS WHICH CONSTRAIN INITIATION OF COMMERCIAL OPERATIONS. SUCH FUNDS ARE NOT PROPOSED AT THIS TIME.

C. HIGHLAND AGRICULTURAL RESEARCH STATION PROJECT

BASIC SOLUTION SUBSTITUTE ENTERPRISES FOR OPIUM POPPY IN NORTH THAILAND IS ONE WHICH INVOLVES DEVELOPMENT OF DIFFERENT HIGHLAND FARMING ENTERPRISES AND FARMING SYSTEMS. IN ORDER TO DEVELOP A SOUND OPIUM POPPY SUBSTITUTION PROGRAM, IT IS NECESSARY TO CONDUCT SYSTEMATIC RESEARCH TO DETERMINE ALTERNATIVES THAT ARE AGRONOMICALLY, CULTURALLY, ECONOMICALLY, AND ECOLOGICALLY FEASIBLE.

LITTLE ORGANIZED RESEARCH TO DATE HAS BEEN CARRIED OUT TO DEVELOP HIGHLAND AGRICULTURAL PRODUCTION SYSTEMS WHICH ARE ADAPTED TO UNIQUE ECOLOGICAL AND SOCIAL CONDITIONS AND REQUIREMENTS OF THE REGION. MOST ACTIVE PROJECTS HAVE BEEN LARGELY LOCAL PLANT INTRODUCTIONS AND SPECIAL CROP LIMITED OFFICIAL USE
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PROMOTION ACTIVITIES WITHOUT A SYSTEMATIC RESEARCH BASE. ALTHOUGH THERE ARE A LARGE NUMBER OF AGRICULTURAL STATIONS IN THE NORTHERN THAILAND REGION, FEW OF THESE ARE DEVOTING ANY SUBSTANTIAL AMOUNT OF RESOURCES TO PROBLEMS OF HIGHLAND AGRICULTURE BECAUSE THEY ARE LOCATED IN LOWLAND AREAS. WE PROPOSE TO ASSIST THAIS IN CREATING THE NECESSARY AGRICULTURAL RESEARCH CAPABILITY. IN THIS REGARD, WE WOULD EXAMINE CLOSELY THE POSSIBILITY OF DRAWING UPON THE CONSIDERABLE RESEARCH AND DEVELOPMENT WORK ON VEGETABLES, FLOWERS, FRUITS AND CHINESE MEDICINES CONDUCTED IN THE HIGHLANDS OF TAIWAN BY JCRR IN CONJUNCTION WITH THE GRC RETIRED SERVICEMEN'S RESETTLEMENT PROJECT. THE WORK OF THE ASIAN VEGETABLE RESEARCH & DEVELOPMENT CENTER, A JOINT CHINESE, US, KOREAN, JAPANESE, PHILIPPINE & THAI PROJECT, WILL ALSO BE EXAMINED FOR ITS APPLICATION TO NEEDS HERE. ALTHOUGH THE CENTER CONCENTRATES ON LOWLAND CROPS, IT MAY HAVE A POTENTIAL FOR AIDING THE PROBLEMS PECULIAR TO OPIUM SUBSTITUTION.

D. REFORESTATION PROJECT

IN NORTHERN THAILAND NURSERY ESTABLISHMENT AND REFORESTATION HAVE CONCENTRATED ON TEAK REGENERATION AT ELEVATIONS BELOW 1,000

METERS AND PINE ABOVE THAT LEVELSHOW SUCH REGENERATION HAS BEEN ACHIEVED
VED
PRIMARILY ON DENUDED OR CUT-OVER LANDS BY MEANS OF PLANTATIONS ESTABLISHED UNDER A SYSTEM OF INTERCROPPING OR PLANTING FIELD CROPS BETWEEN ROWS OF NEWLY PLANTED TREE SEEDLINGS. CURRENTLY, THAILAND'S REFORESTATION ACTIVITIES ARE DIRECTED TO REPLENISHMENT OF RESERVE FORESTS, WATERSHED PROTECTION AND DEVELOPING A STANDING GROWING TIMBER STANDS FOR INDUSTRIAL USES.

TRADITIONALLY, PLANTATION ESTABLISHMENT HAS BEEN LABOR-INTENSIVE DURING INITIAL STAGES WHEN NURSERIES CREATED, PLANTATION AREAS DEMARCATED AND PREPARED, SEEDS AND/OR SEEDLINGS PLANTED OR SOWN, AND FIELD CROPS INTERSPERSED WITH SEEDLINGS ESTABLISHED WHICH PROVIDES SUBSISTENCE AND IN SOME CASES CASH INCOME TO SURROUNDING VILLAGERS. RECENT TREND OF REFORESTATION IN R NORTHERN THAILAND TOWARDS ESTABLISHING FAST GROWING PINE AND EUCALYPTUS PLANTATIONS TO SUPPLY LOCAL FOREST INDUSTRIES COULD BE EVEN MORE LABOR-INTENSIVE. ESTIMATES ARE THAT FOREST PLANTATION AREAS SUPPORT UP TO 200 PEOPLE PER SQUARE KILOMETER AS OPPOSED TO ONLY 10-15 PEOPLE UNDER SHIFTING (SLASH AND BURN) AGRICULTURE CONDITIONS.

IN ADDITION TO PROVIDING ALTERNATIVES IN EMPLOY-
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MENT AND INCOME TO POPPY PRODUCING FARMERS, REFORESTATION PROVIDES WATERSHED PROTECTION, AND PRESERVATION OF SALE-ABLE TIMBER RESERVES. THUS, A REFORESTATION PROJECT IS MAJOR PART OF HIGHLANDS DEVELOPMENT PROGRAM.

E. MARKET ACCESS ROAD PROJECT

CONCEPT OF AGRICULTURAL DEVELOPMENT IN THE OPIUM GROWING, HIGHLAND REGIONS OF NORTHERN THAILAND IS DIRECTLY RELATED TO IMPROVEMENT IN LAND COMMUNICATIONS. ONE OF THE MAJOR PROBLEMS FACING THE HIGHLAND FARMER IS THUT ON GETTING HIS PRODUCE TO MARKET AND DOING SO IN TIMELY MANNER. ALTHOUGH TRAINED PERSONNEL HAVE BEEN DEMONSTRATING DIVERSIFIED AGRICULTURAL METHODS IN THE HIGHLANDS IT HAS BEEN FOUND THAT LACK OF ACCESS ROADS HAS BEEN A MAJOR STUMBLING BLOCK TO ADOPTION OF VARIED CROPS AND MORE PRODUCTIVE TECHNIQUES BY FARMERS.

WE PROPOSE IN THIS TRANSPORTATION PROJECT
TO UPGRADE EXISTING ROAD AND TRAIL NETWORK. ANY EXTENSION OF EXISTING NETWORK WOULD HAVE TO BE CAREFULLY PLANNED TO AVOID TOO EASY ACCESS FOR LOWLAND PEOPLES TO MOVE INTO HILLS THEREBY EXACERBATING PROBLEMS FACED BY HIGHLANDERS. FURTHER, HIGHLUN
ERS ALREADY DEMONSTRATED READINESS TO
PACK THEIR PRODUCE OUT, BY ANIMAL OR OWN BACKS, IF ACCESS ROUTE IS WITHIN EIGHT HOUR WALK. UPGRADING EXISTING NETWORK WOULD HAVE THE EFFECT OF PLACING LARGE A NUMBER OF EXISTING SETTLEMENTS WITHIN AN EIGHT HOUR WALK OF THE ROAD WHEREAS PRESENT LAND COMMUNICATIONS ARE SUCH THAT MANY VILLAGERS MUST WALK 2-3 DAYS TO REACH A SOURCE OF COMMERCIAL TRANSPORT.

F. HILLTRIBE PRESERVED FOOD PROJECT

ROYAL THAI GOVERNMENT HAS ESTABLISHED SMALL CANNING FACTORIES TO PROCESS LOCAL FRUITS AND VEGETABLES TO BROADEN MARKET FOR ALTERNATIVE CASH CROPS TO OPIUM POPPIES.

FIRST PILOT PLANT IS ALREADY IN OPERATION. BESIDES PROVIDING JOBS IN FACTORY AND ENCOURAGING MARKETABLE CROPS IN AREA, SITE OF THE FACTORY HAS BECOME FOCAL POINT FOR OTHER COMMUNITY ACTIVITIES WHICH CONTRIBUTE TO THE HEALTH AND WELL BEING OF VILLAGERS. THIS CANNING FACTORY HAS BECOME A GOOD MARKETPLACE FOR HILLTRIBE FARMERS. DURING THE FIRST YEAR (1973) OF FACTORY'S OPERATION, AGRICULTURAL PRODUCE BOUGHT BY THE FACTORY FROM HILLTRIBERS VALUED AT MORE THAN BAHT 300,000 AND VILLAGERS EARNED MORE THAN BAHT 80,000 LIMITED OFFICIAL USE LIMITED OFFICIAL USE

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WORKING FOR THE FACTORY. WE PROPOSE TO EXPAND SMALL CANNING FACTORIES TO TOTAL OF FIVE, INCLUDING FIRST PILOT PLANT AND ONE PRESENTLY BEING DEVELOPED WITH MISSION SUPPORT.

G. REMOTE AREA SECURITY AND DEVELOPMENT PROJECT

IN STEMMING THE FLOW OF ILLICIT NARCOTICS IN THIS STRATEGIC AREA, IT IS ESSENTIAL THAT SOURCES OF ACTIONABLE INTELLIGENCE BE DEVELOPED. THERE MUST BE TIMELY RECEIPT OF ACCURATE INFORMATION REGARDING ILLEGAL NARCOTICS TRAFFICKING TO ENABLE ENFORCEMENT ELEMENTS OF TNPD TO TAKE APPROPRIATE ACTION. BORDER PATROL POLICE (BPP) IN NORTH THAILAND HAVE BEEN FACED WITH ETHNIC, SOCIO-ECONOMIC AND GEOGRAPHIC PROBLEMS WHICH ARE UNIQUE TO THE NORTHERN SECTION OF THAILAND. IN RECOGNITION OF THESE PROBLEMS, A USOM-SUPPORTED REMOTE AREA SECURITY AND DEVELOPMENT (RASD) PROJECT BEGAN IN 1966. THE RASD PROJECT WAS DEvised TO ADVISE, ASSIST AND TRAIN BPP IN CONCEPTS AND TECHNIQUES OF UTILIZING LOW LEVEL VILLAGE DEVELOPMENT PROJECTS TO ASSIST IN COLLECTING AND USING CI INFORMATION, IMPROVING RTG/HILLTRIBE RELATIONSHIP AND TO PROJECT THE GOVERNMENT IMAGE INTO AREAS NOT OTHERWISE CONTACTED BY OTHER RTG ELEMENTS. WE PROPOSE TO ENLARGE THE RASD PROJECT TO INCLUDE 20 ADDITIONAL AREAS.

H. ZONAL DEVELOPMENT PROGRAM

MISSION HAS JUST RECEIVED HILLTRIBE DEVELOPMENT AND WELFARE FIVE YEAR PLAN FROM DEPARTMENT OF PUBLIC WELFARE, MOI. THIS PLAN NOW UNDER REVIEW AND AT FUTURE DATE ELEMENTS OF THIS PLAN DIRECTLY RELATED TO OPIUM REPLACEMENT MAY BE BASIS OF FUTURE REQUEST FOR ADDITIONAL FUNDING.

4. UNITED STATES GOVERNMENT TENTATIVE DOLLAR INPUTS FOR EACH OF THE INTERRELATED PROJECTS FOR FY 1974 ARE:

A. HIGHLAND BASIC DATA PROJECT

1 PHOTO INTERPRETER	\$ 40,000	
SHORT TERM CONSULTANTS-6 MAN-MONTHS	25,000	
COMMODITIES	25,000	
CONTRACT FOR AERIAL PHOTOGRAPHY	500,000	

SUB-TOTAL \$ 590,000
 B. MARKET ANALYSIS AND DEVELOPMENT
 SHORT TERM CONSULTANTS (2 MAN-YEARS) \$ 96,000
 SUB-TOTAL \$ 96,000
 C. HIGHLAND AGRICULTURAL RESEARCH STATION
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2. HORTICULTURALISTS \$ 80,000
 5 PARTICIPANTS (50 MAN-MONTHS OF
 FOREIGN TRAINING) 60,000
 COMMODITIES - \$330,000
 - VEHICLES 8 EACH 50,000
 - MACHINERY AND EQUIPMENT 160,000
 - LABORATORY EQUIPMENT AND SUPPLIES 120,000
 SUB-TOTAL \$ 470,000
 D. REFORESTATION PROJECT
 FORESTRY UTILIZATION SPECIALISTS
 (2 MAN-YEARS) \$ 80,000
 EQUIPMENT AND SEEDS 120,000
 SUB-TOTAL \$ 200,000
 E. ALL WEATHER MARKET ACCESS ROAD PROJECT
 EQUIPMENT AND CONSTRUCTION LABOR
 (2 YEARS) \$ 500,000
 SUB-TOTAL \$ 500,000
 F. HILLTRIBE PRESERVED FOOD PROJECT
 EQUIPMENT AND SUPPLIES (3 UNITS) \$ 180,000
 SUB-TOTAL \$ 180,000
 G. REMOTE AREA SECURITY AND DEVELOPMENT
 PROJECT
 20 DEVELOPMENT CENTERS \$ 20,000
 SUB-TOTAL \$ 20,000

PLEASE NOTE U.S. INPUTS WHILE INDICATED IN DOLLARS WILL
 REQUIRE AUTHORITY TO CONVERT PORTION TO LOCAL CURRENCY.
 REQUIRED CONVERSION WILL DEPEND ON FINAL PROGRAM DESIGN
 EACH COMPONENT AND WILL BE REQUESTED ON CASE-BY-CASE BASIS.

5. ROYAL THAI GOVERNMENT INPUTS THAT HAVE BEEN IDENTIFIED
 BELOW WILL BE QUANTIFIED FOR EACH OF THE INTER-
 RELATED PROJECTS ON THE BASIS OF FINAL PROJECT DESIGN
 AND NEGOTIATION.

A. HIGHLAND BASIC DATA PROJECT
 - PROJECT MANAGEMENT
 - PHOTO INTERPRETATION STAFF (40 MAN YEARS)
 - PRINTS OF PRESENT PHOTOGRAPHY
 - FACILITIES AND EQUIPMENT FOR INTERPRETATION
 - STAFF FOR PROJECT IDENTIFICATION
 B. MARKET ANALYSIS AND DEVELOPMENT
 - PROJECT MANAGEMENT
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- SURVEY ENUMERATORS AS REQUIRED
- C. HIGHLAND AGRICULTURAL RESEARCH STATION
 - PROJECT MANAGEMENT
 - SEVEN FULL TIME TECHNICIANS
 - FACILITIES, LAND, AND EQUIPMENT
- D. REFORESTATION PROJECT
 - PROJECT MANAGEMENT
 - EQUIPMENT AND FACILITIES FOR NURSERIES
 - STAFF FOR NURSERIES AND REFORESTATION PROJECT
- E. ALL WEATHER MARKET ACCESS ROAD PROJECT
 - PROJECT NAGEMENT
 - EQUIPMENT OPERATION
 - LABORERS
- F. HILLTRIBE PRESERVED FOOD PROJECT
 - PROJECT MANAGEMENT
 - FACILITIES AND LAND
 - STAFFING
 - TRAINING
- G. REMOTE AREA SECURITY AND DEVELOPMENT PROJECT
 - PROJECT MANAGEMENT
 - STAFF FOR CENTERS
 - FACILITIES AND LAND

6. RTG HAS APPOINTED A TEMPORARY WORKING GROUP (TWG) TO DESIGN AN INCOME SUBSTITUTION PROGRAM WITH U.N. AND U.S. ADVISORY ASSISTANCE. THIS COMMITTEE IS EXPECTED TO CONVENE MARCH 27, CHAIRED BY DEPUTY UNDERSECRETARY THALERNG, MINISTRY OF AGRICULTURE. MISSION REQUESTS APPROVAL TO PROCEED WITH FINAL PROGRAM DESIGN JOINTLY WITH RTG, LEADING TO NEGOTIATIONS OF ACTIVITIES OUTLINED ABOVE.

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